DOCUMENT RESUME

ED 125 804 RC 009 284

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TITLE Off-Reservation Boarding School Survey.
INSTITUTION Bureau of Indian Affairs (Dept. of Interior), Washington, D.C.
PUB DATE May 76
NOTE 35p.

EDRS PRICE MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS *American Indians; *Boarding Schools; Comparative Analysis; Construction Costs; Educational Programs; *Elementary Secondary Education; *Evaluation; Facilities; Operating Expenses; *Post Secondary Education; Resource Allocations; Student Characteristics; Student Teacher Ratio; *Surveys; Tables (Data); Teacher Qualifications
IDENTIFIERS BIA; *Bureau of Indian Affairs

ABSTRACT

Investigating the Bureau of Indian Affairs' (BIA) boarding schools, a survey team of researchers in law, accounting, education, and psychology gathered data from the 18 BIA off-reservation boarding schools (3 elementary, 12 secondary, and 3 post secondary schools). Data were utilized to examine: student characteristics; teacher-pupil ratios; operating costs for 1972-75; per pupil costs for each school (1975); operating costs for elementary, secondary, and post secondary schools (1975); dorm facilities; distribution of 1975 boarding school expenditures; annual operating costs vs consumer price index; major costs (total, education, facilities, and title programs); and construction costs. Major conclusions were: per pupil costs were not inordinate; post secondary admissions policies were based upon local rather than formal BIA policy; personnel costs were substantially fixed via Civil Service salaries; attempts to evaluate educational programs appeared minimal; uniformity of fiscal categories and program definition categories was minimal; development of long range career plans was not often accomplished; there was little cooperation between local colleges and boarding schools; teaching personnel were not always qualified; there was no systematic method of allocating funds; major recommendations from the 1969 Kennedy Report have yet to be implemented. (JC)

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Off-Reservation

Boarding School Survey

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MAY '76

ED125304
RC 009284

OFF-RESERVATION BOARDING SCHOOL SURVEY

The following survey was made in response to a directive from a Congressional Appropriation Committee. The Committee, in reaction to a Bureau of Indian Affairs report on Off-Reservation Boarding Schools, sought to determine cost-cutting measures for these institutions. Specifically, the Committee sought recommendations for cost-cutting practices and procedures within the functioning of the institutions themselves, but also sought recommendations regarding possible closure of facilities not being utilized efficiently. In order to gather appropriate data for the survey, a contract was let by the Bureau of Indian Affairs to an independent contracting company. The company of Underwood Research and Evaluation, headed by Mr. George W. Underwood, CPA, attorney at law, was selected to conduct the survey. The survey team consisted of researchers with expertise in law, accounting, education, and psychology. All members of the predominantly Indian research team had had extensive experience in conducting surveys and evaluation studies for the Bureau of Indian Affairs, and for a diversity of other public and private agencies.

The research team gathered data on the Off-Reservation Boarding Schools from a variety of sources. In addition, the team sought comparative data from similar types of institutions not associated with the Bureau of Indian Affairs. These data were analyzed and were presented to a work committee in meetings in order to complete the survey. Composition of the work committee assured: representation of Indian people and those experienced in

the operation of Off-Reservation Boarding Schools. The work committee included, in addition to the research team described above, the following: a representative sample of the eighteen Off-Reservation Boarding Schools superintendents and their administrative staff members; school board members from several of the Off-Reservation Boarding Schools; and Bureau of Indian Affairs Central Office Education personnel, who coordinated the survey effort.

All members of the work committee participated in various phases of data collection, data analysis, policy discussion and implications, and in determining recommendations for incorporation into the final report.

History and Policy of Off-Reservation Boarding Schools

The first federally-funded boarding school was established in Yakima, Washington, in 1860. Ten years later, in 1870, Congress appropriated $100,000 for the operation of federal industrial schools for Indian youth. Following years saw the establishment of the first of the larger non-reservation boarding schools such as Carlisle in Pennsylvania, Chemawa in Salem, Oregon, Chilocco in Oklahoma, and Haskell Institute in Kansas. By 1900, twenty-five such schools had been opened in different parts of the country. After the 1934 passage of the Indian Reorganization Act, in which Indians were supported in their efforts to retain their cultural ways and to form self-governing devices, the Bureau of Indian Affairs began training programs for personnel working in Indian programs. The curricular emphasis at that time was placed upon a development of reservation resources,

but the learning of a wide scope of trades was encouraged in Off-Reservation Boarding Schools. After World War II, Indian participation in school management became Bureau policy, and, in the years 1955-57, extensive Indian participation in revision of school curriculum occurred. The 1960's brought about new policies designed to strengthen "basic education effectiveness," and, for the first time, formal statements of support for Indian culture as an important factor in Indian education were made by Congress. At that time, Congress was charged by the Secretary of Interior to promote the production of arts and crafts of Indians on a national scale. The Santa Fe and Phoenix Boarding Schools had already begun the teaching of Indian arts in the 1930's. Such philosophies regarding Indian education are reflected in the Bureau document "Indian Education," No. 423, October 10, 1965, which states, "To overcome educational and cultural lag to prepare Indians for life in the twentieth century, to preserve Indian self-dignity and pride in heritage, and to promote 'English as a second language, guidance and counseling to promote cultural adjustment.'" The publication further indicates that the 1960's reflected an increase in the number of Indian children completing school and in the number who went into higher education. Goals were set for the '70's. "High school education for 90% of Indian age youth, with all high school graduates continuing their education into colleges, universities, or technical and vocational schools." This period saw the establishment of three higher educational institutions within the system: the Institute of American Indian Arts in Santa Fe, N.M., Southwest Indian Polytechnic

Institute in Albuquerque, N. M., and the changeover of Haskell Institute to Haskell Indian Junior College in Lawrence, Kansas. Bureau Education Manual 62-IAM 2.5.2, November 2, 1964, further explicated the eligibility for admission of Indian youth to the federal boarding schools. This document defined both the educational and social criteria for admission.

A. Education Criteria

(1) Those for whom a public or Federal day school is not available. Walking distance to school or bus transportation is defined as one mile for elementary children and 1-1/2 miles for high school.

(2) Those who need special vocational or preparatory courses, not available to them locally, to fit them for gainful employment. Eligibility under this criterion is limited to students of high school grades 9 through 12, and post-high school grades 13 and 14.

(3) Those retarded scholastically three or more years or those having pronounced bilingual difficulties, for whom no provision is made in available schools.

B. Social Criteria

(1) Those who are rejected or neglected for whom no suitable plan can be made.

(2) Those who belong to large families with no suitable home and whose separation from each other is undesirable.

(3) Those whose behavior problems are too difficult for solution by their families or through existing community facilities and who can benefit from the controlled environment of a boarding school without harming other children.

(4) Those whose health or proper care is jeopardized by illness of other members of the household.

(62-IAM 2.5.2)

Today the Bureau of Indian Affairs boarding schools exist for the expressed purpose of providing extraordinary education for those who, for various reasons, do not enter into the available channels of public education. It is this group which requires special services of schools designed to meet their specialized needs. The unique and specialized needs of this group of Indian children are described below.

Student Profile

In order to determine the profile of Indian youth attending the Off-Reservation Boarding Schools, all eighteen institutions provided data in response to specific survey items. The Student Profile Table in the Appendix (see Table 1) presents a compilation of these data. The following narrative attempts to portray the present student body composition of the Off-Reservation Boarding Schools.

Most schools reflect recent changes in the composition of the student bodies. Such changes in composition include: an increase in the number of tribes served, a decrease in students from some certain tribes with increasing enrollment from other tribes, and an increased number of students from urban areas.

There are twelve Off-Reservation Boarding Schools at the secondary level. All twelve of these institutions report abuse of alcohol as a major problem affecting both school attendance and dormitory discipline. Some schools report alcohol education programs and specialized alcohol counselors. Drug usage reported by most schools reflects a decrease in hard drug usage and an increase in marijuana (this picture appears consistent with the national drug usage pattern for high school students).

Of the three elementary schools surveyed, alcohol is reported as a problem in one of these three. Of the three post-secondary Off-Reservation Boarding Schools, alcohol is reported as presenting a problem only when associated with disruptive behavior.

All schools have second-language students, with the range of second-language capability varying from 13% to 100% of the student bodies. Second-language students are reported to have built-in learning handicaps when taught by teachers who cannot understand or speak the students' primary Indian language.

Seventeen of the eighteen schools indicate that they receive referrals from juvenile courts and child welfare agencies. One school, for example, reports that 25% of the student body population represents either dependent or delinquent wards of the court. Boarding Schools in many instances are considered the most favorable, or only, Indian alternative by child welfare agencies and courts for students who cannot, for a variety of reasons, remain in their own homes.

Bureau admissions criteria exclude those Indian youth who have available and/or can successfully utilize public education programs. As a result of such criteria, the elementary boarding schools report 82% entering under social criteria; of the secondary boarding schools, four of them report an average of 25% entering under social criteria.

The average age-in-grade reflects students in near-normal age/grade placement at the secondary level (when compared with national averages). Elementary school statistics indicate that students are somewhat over-age in grade after the fifth grade. Students are

approximately one year over-age in grade when they graduate from elementary school.

In terms of intellectual capability, the secondary boarding schools report that entering students have average or above intellectual ability, but range from one to three years behind the level of basic skills involved in language and mathematics. One school reports 70% of its students entering the ninth grade at or below the fifth grade level in basic skill achievements.

Increased mobility of students in and out of boarding schools seems to have contributed to the basic skills deficiencies. Such great mobility is frequently associated with interrupted semesters and lost credits in the schools. These factors seem to contribute greatly to the lag in basic skills.

Instructional Personnel Ratios, Programs and Curricula

The ratio of instructional personnel to pupils for all eighteen boarding schools is one to twelve (see Table 2), computed on Average Daily Membership (ADM). This ratio is approximately half that of the ratios found in public schools, which are about one to twenty. However, when one examines various residential institutions such as juvenile correctional facilities, private boarding schools, and job corps facilities, one finds typical ratios of approximately ten to one. When the magnitude of learning deficiency students is considered (approximately 70% of all students), it appears that these institutions are more legitimately comparable to the boarding schools, and should be used to make such personnel-to-student ratio comparisons.

Because of the educational and non-educational tasks that the boarding schools are asked to accomplish, the programs and curricula take variety of forms. Most of these schools are engaged in programs in the areas of home living, counseling, fine arts, cultural and social development, remedial learning, agriculture, and alcohol and drug abuse. Such an admixture of both academic and non-academic programs necessitates greater expenditures than public schools typically encounter, in order to provide facilities and personnel to fulfill these multi-faceted services. In addition, many of the boarding schools, by virtue of their locations, are accessible to Indian populations, and are called upon to provide facilities and services to Indian groups other than to enrolled students. Such schools typically provide facilities for seminars and workshops for tribal councils and other tribal organizations, and some times serve as host to Indian organizations of national and local scope, governmental organizations concerned with Indian education, and municipal and state organizations with similar concerns. In addition, some schools are called upon to provide extension services for various tribal groups. Such a range of services to both students and to other Indian peoples require expenditures far beyond those required by non-Indian schools.

In order to permit a comprehensive picture of the boarding schools' functionings, brief descriptions of a number of programs at the elementary, secondary, and post-secondary levels are provided below.

Wahpeton Indian School, an elementary school for grades one through eight, is comprised of many students with great learning

deficiencies. In order to rectify the situation, the school has been called upon to develop special remedial programs in math, reading, speech therapy, and in areas of special education.

At the Concho Indian School, a full 90% of the students are attending the institution for social reasons. These students, considered a high-risk population, have required the addition of ten full-time teachers to deal specifically with the special educational and special social needs of this population.

While the program objectives of the Off-Reservation high schools are traditionally directed toward college preparation, greater efforts must be expended for diagnostic and remedial educational activities, than would occur in a typical public high school. An illustrative example of the unique needs and programs developed to fulfill these needs is at the Chemawa High School. Chemawa has extended the regular classroom day to allow evening groups and individual tutoring in night labs for deficient students. The success of this former Title I program permitted it to be incorporated into the regular academic program. A recently-implemented Computer Assisted Instruction Program has produced greater and more efficient gains in basic skills than previously noted in the history of the institution. A recent evaluation of the Computer Assisted Instruction Program has documented these dramatic gains in the areas of language arts, reading, and mathematics.

The Institute of American Indian Arts in Santa Fe, N. M., has recently been authorized to develop a program providing for retention of the eleventh and twelfth grades as a feeder program at the high

school level. The institution has further been authorized to grant an AFA (Associate of Fine Arts) degree at the junior college level, and to seek formal accreditation for both programs. The school further provides unique community service programs in the arts and in related fields.

The Southwest Indian Polytechnic Institute, fully accredited by the North Central Accrediting Association, has available the following programs: Business, secretarial, clerical, drafting, electronics, optical technology, numerical process, and offset lithography. In addition, and in conjunction with Public Health Service, a Dental Assistant and Dental Technician Program has been initiated. In addition, short courses are offered for the Indian community in many specialized areas such as Surveying and Head Start Cook. The Institute has just entered into a consortium agreement with the University of New Mexico at Albuquerque, to permit students who desire to receive credit for the Institute's courses, to receive an Associate of Arts degree granted by the University of New Mexico.

These above brief descriptions of unique programs at all educational levels of the boarding schools, is not comprehensive, but rather is illustrative of the variety of programs and unique services that are provided by these Off-Reservation Boarding Schools.

Financial

Statistical tables and charts in the Appendix present all financial data gathered for the present survey. Data are presented individually, for each of the eighteen Off-Reservation Boarding Schools (see Table 4),

and are compiled by the educational level (see Tables 5, 6, and 7) of elementary schools, secondary schools, and post-secondary schools. It was felt to be appropriate to examine individual schools with those other schools at that particular educational level, e. g., elementary, secondary, or post-secondary. By presenting the financial data in this manner, one can compare any of the eighteen individual schools with any other one, and one can also compare a school with those schools at its respective educational level.* Since student populations, needs, and programs may vary as a function of educational level, the most appropriate cost comparisons can probably be made within each given educational level.

The major statistics presented at each educational level are those of annual cost per pupil, and are contained in Tables 5-7. These per pupil costs are presented for school operation alone, for school operation and facilities management together, and finally, for all expenditures. The data indicate that the annual per pupil costs for all expenditures for the Elementary boarding schools for fiscal year 1975 is $6,114. This figure represents the composite cost per pupil of the three Off-Reservation Elementary Schools included in the survey. For the twelve Off-Reservation Secondary Schools included in the survey, the annual cost per pupil, for all expenditures for fiscal year 1975 is $6,486. For the three Off-Reservation Post-Secondary Schools, annual per pupil costs for all expenditures for fiscal year 1975 is $6,606.

*However, Chart 1 presents percentages of school operations expenditures, for major categories, for all Off-Reservation Boarding Schools together.

It can be seen from these above annual per pupil costs, that, while costs for elementary schools are somewhat lower than secondary and post-secondary institutions, the differences are small (approximately 10% lower). However, when one examines the Table 4, which includes per pupil costs for all expenditures individually, for each of the eighteen institutions, there appears to be wide variations in per pupil expenditures in 1975. The lowest annual per pupil cost for 1975 is found at Sherman Institute ($4,336), with the highest per pupil cost for 1975 being at Mt. Edgecumbe, Alaska ($13,296). As can be seen from Table 4, most of the institutions have annual per pupil expenditures of between $4,700 and $6,700. Those institutions which rank highest in per pupil expenditure for 1975 are: Mt. Edgecumbe, the Institute of American Indian Arts, the Southwest Indian Polytechnic Institute, and Chilocco. A careful investigation and analysis of the reasons behind the large per pupil expenditures* at these institutions can be made by examining the data presented for individual categories and programs at these institutions, and by considering the geographic location, unique needs and functions at these institutions which may not exist at any of the other schools under consideration.

There are no institutions in the United States directly comparable to the Off-Reservation Boarding Schools. Consequently, indirect comparisons must be made by selecting those residential institutions which have populations somewhat similar to the populations found in the Indian Boarding Schools. Such institutions are state correctional institutions, schools for handicapped youth, and other types of

*Charts 2-5 present data on the effects of recent inflationary trends on operations of Off-Reservation Boarding Schools. Chart 6 depicts increased cost of construction over the last 10 years--175% increase during this period of time.

residential training schools. A sample of such institutions is presented in Table 8, along with their per pupil cost for 1975. The sample includes, in Oklahoma, five youth correctional institutions, a school for the blind, and a school for the deaf. Another sample of institutions, from the state of Oregon, is presented for comparison purposes. The Oregon institutions include youth training schools, residential treatment centers for adolescents, a school for the deaf, and a school for the blind. The per resident costs for these comparison institutions vary from approximately $5,000 to over $15,000, with most of the institutions expending approximately $10,000 per year per resident. While these diverse comparison institutions can only approximate those conditions and functions of the Off-Reservation Boarding Schools, they are probably the closest approximations that one can make today. It can be seen from examination of the annual per pupil costs of the Off-Reservation Boarding Schools (Table 4), that most of the comparison institutions in Oklahoma and Oregon far exceed the annual per pupil costs of the Off-Reservation Boarding Schools. When one examines the data from the National Association of Independent Schools (Table 8) one notes that these annual per pupil costs approximate those of most of the Off-Reservation Boarding Schools, despite differences in missions.

Facilities

In considering methods of cutting costs at the Boarding Schools, consideration has been given to the closing of facilities. However, it appears that only minimal savings result in closing facilities. In many cases closing would require major costs for redesign and remodeling in order to meet the needs of the particular educational

program, such an instance of this condition being found at Mt. Edgecumbe. Also, the closing of a given facility could impact upon other parts of the school or other specific programs, thereby possibly interrupting educational or other school programs. In view of the observation that many of the facilities in the Boarding Schools were designed many years ago, it would be difficult to close portions of a given facility and effect any great savings. Facilities built decades ago do not lend themselves to partial closings in order to cut costs.

For example, although heating is the largest item for operations and maintenance costs, a 25% reduction of the space by closing would result in far less than a 25% savings in heating costs.

Chemawa School represents an unusual situation with respect to facilities. The facilities at Chemawa are to be closed at the end of the summer school term. The school will be operating in temporary facilities until the new school is completed. Thirteen buildings have been demolished to date, and all buildings will be condemned after the summer session, with the exception of the gymnasium, vocational and auto mechanical buildings. Demolition will take place because of unsafe structural conditions.

When one considers facilities from a cost perspective, one must factor in the goals and missions of the particular institution of concern. For example, Haskell Junior College has been expanded over the past few years from basically an industrial arts and practical arts institution to a junior college. The facility requirements have changed to meet the new program thrust. The example of Haskell

illustrates the need for different kinds of academic and other spaces to be tailored to the unique missions of the particular institution. Further, it is quite likely that facilities must be tailored to the educational level of the institution concerned, since facilities required for a functioning elementary institution will no doubt differ from those required for a secondary, or post-secondary institution.

Dormitory facilities data are presented in Table 9 for each of the eighteen Boarding Schools. Available data permitted determination of average space per student for only twelve of the eighteen schools. Despite the fact that the recommended BIA standards are 110 square feet of dormitory space per student, only three out of the ten institutions for which there are data do achieve or surpass this recommended figure. Those other nine institutions have per pupil dormitory space ranging from 99 square feet down to 40 square feet. It appears clear from these data on average space per student that the recommended BIA standards in this regard are typically violated.

CONCLUSIONS

1. Cost per pupil does not appear inordinate when compared to per pupil costs of comparable institutions.

2. Admissions policies at the post-secondary institutions seem to be based upon local practice rather than upon formal Bureau policy.

3. The agency superintendent and his/her social worker do not appear to be forwarding total student records on to new or receiving schools. Such an omission inhibits diagnostic testing and placement at the receiving school.

4. Personnel costs are substantially fixed costs (constituting approximately two-thirds of total educational costs), since salaries are established by the Civil Service.

5. Attempts to evaluate educational programs appear minimal.

6. Uniformity of fiscal categories and program definition categories is lacking.

7. Development of long-range career or vocational plans for students is not often accomplished.

8. There appears to be little cooperation between local colleges and universities and the Boarding Schools.

9. There is no apparent systematic method of allocating funds to the various institutions.

10. Dormitory space per pupil is inadequate at most institutions when compared to the stated Bureau standards.

11. There appears to be a number of teaching personnel who are qualified to teach at the elementary level, but who are currently teaching at the secondary level.

12. A number of the major recommendations in the 1969 Special Sub-committee Report on Indian Education (the Kennedy Report) have yet to be implemented. These recommendations include:

> "There is at present no central authority that can relate educational expenditures to educational results. There is no standardized information on Indian student achievement or school profiles or teacher/student ratios or educational curriculum which is used to make the Indian school system a better school system." (Page 65)
>
> Area Directors appear to have budgetary control over decisions affecting educational policy. The Kennedy Report contends that budgetary matters affecting educational policy and procedure should be in the hands of educational personnel rather than the hands of the Area Director.
>
> "There is a tremendous lack of reliable data about the BIA educational program. There is no attempt made to relate educational expenditures to educational results; nor are there well-specified educational goals, objectives, or standards.
>
> "Federal schools should develop exemplary programs and therapeutic programs designed to deal with the emotional, social and identity problems of Indian youth.
>
> "A substantial investment should be made in sophisticated research and development activities serving a number of experimental programs and schools. Part of this can thus be done by contracting with outside agencies, but it is essential for Indian schools to be self-critical, self-evolving institutions. This requires local expertise and some research and development capability.
>
> "The overall budget for Federal school system has been grossly inadequate. This in large part is due to the inability of BIA to establish appropriate educational standards and calculate the real costs involved in providing an equal educational opportunity for Indian students. The education budget of BIA needs a complete overhaul and adequate standards must be developed. It can be assumed that actual costs must double or triple if an effective program is to be developed."

RECOMMENDATIONS

1. Serious consideration should be given to those recommendations cited by the Kennedy Commission and described in the Conclusions section of the present Report. As noted above, these 1969 recommendations do not appear to have been implemented.

2. The overall missions or goals of the individual schools should be clearly established and should be appropriate to the uniquenesses of the populations served.

3. Policy must be determined as to whether specialized schools are needed for troublesome youth.

4. Policy should be established for admitting students for each type of school (elementary, secondary, post-secondary), with emphasis on policy for students transferring from one school to another during a school year.

5. The Employment Register currently used by schools is operated and administered by the Civil Service Commission. If the Area Office level maintains a register, teaching vacancies could be filled more efficiently.

6. Enrollment and withdrawal records should be kept more uniformly by the schools.

7. Accounting procedures and fiscal reports should be standardized.

8. Formal policy of square footage of dormitory space per student for each educational level should be established and implemented.

9. Sufficient educational diagnostic personnel should be represented at each institution in order to assure efficiency of pupil placement.

10. Formulae must be established for equitable funding for each institution, considering such factors as:

1. Unique geographical environment
2. State of repair of the physical plant
3. Local consumer price index
4. Special programs and needs

11. Schools should make contact, where possible, with nearby colleges and universities to obtain assistance in program development and evaluation.

12. Each institution should designate one person on the educational staff as the program evaluation specialist for the institution. That person should be responsible for all program evaluation activities.

RESOLUTION FOR BOARDING SCHOOLS*
HASKELL INDIAN JUNIOR COLLEGE
Lawrence, Kansas

May 7, 1976

WHEREAS, the United States Senate Appropriations Committee has requested the Bureau of Indian Affairs to provide documentation and justification of operational costs for Boarding schools, and;

WHEREAS, data prepared for said request evidenced a need for review by the affected Indian School Boards for an adequate reflection of such operational and educational programs being offered by said schools, and;

NOW THEREFORE BE IT RESOLVED, that the following recommendations be considered and implemented:

1. Request extention of report date for 30 days to accomodate adequate review prior to submittal to the Senate Appropriations Committee by Indian School Boards of the requested information and failing such request, the support and endorsement by Indian School Boards shall be withheld.

2. No Boarding School shall be terminated nor their operational budget funds reduced without consultation and approval by the affected Indian tribes.

3. The operation of such boarding schools be adequately funded to meet the special needs of Indian students thereof.

4. Indian school boards shall review and approve operational budgets of their respective schools.

5. There shall be established a National Association of Indian School Boards for the said boarding schools to address programs or policies of the Bureau of Indian Affairs for said schools. An interim committee will be established from the Indian representatives participating at the Haskell meeting.

*Resolutions by participating Indian representatives presenting Recommendations for consideration and implementation.

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TABLE 1

STUDENT PROFILE DATA

SCHOOL	Total Enroll. FY 1975	FY 71-75 Chgs. In Composition of Student Population	Presence of Alcohol and Drug Problems	Speaks &/or Understands Tribal Language	Receives Juv. Court, Child Welfare Referrals	Home Problem Situations	Public School Dropout	Admitted Under Social Criteria	Grade	Avg. Age
Elementary									1	6.3
Concho	257	YES	NO	20%	YES	60%	0	90%	2	7.3
									3	8.3
Seneca	185	YES	YES	80%	YES	66%	38%	86%	4	9.3
									5	10.3
Wahpeton	388	YES	NO	10%	YES	8%	2%	80%	6	11.9
									7	13.2
									8	14.6
High School										
Aberdeen Area										
Flandreau	755	YES	YES	32%	YES	40%	65%	80%	9	15.1
									10	16.5
Anadarko Area									11	17.4
Chilocco	260	YES	YES	40%	YES	75%	15%	25%	12	18.3
Riverside	276	YES	YES	95%	YES	70%	70%	35%		
Fort Sill	342	YES	YES			37%	75%	75%		
									13	20.8
Albuquerque Area									14	22.7
Albuquerque School	405	NO	YES	100%	YES	25%	90%	82%		
Phoenix Area										
Intermountain	1,057	YES	YES	60%	YES	68%	30%	12%		
Phoenix School	878	NO	YES	90%	YES	70%	80%	80%		
Sherman	785	NO	YES	90%	YES	45%	50%	75%		
Stewart	400	NO	YES	91%	YES	60%	20%	85%		
Portland Area										
Chemawa	488	YES	YES	13%	YES	63%	90%	90%		
Juneau Area										
Mt. Edgecumbe	400	YES	YES	70%	NO	25%	30%	30%		
Muskogee Area										
Sequoyah	350	NO	YES	40%	YES	51%	90%	70%		
Total	6,321									

TABLE 2

RATIO OF TEACHER PERSONNEL
TO PUPILS (ADM), FOR ALL OFF-RESERVATION
BOARDING SCHOOLS - 1975

SCHOOL	ADM	TEACHERS	RATIO
ELEMENTARY SCHOOLS			
Concho	227.6	18	1/12.6
Seneca	142.7	12	1/11.89
Wahpeton	265.0	18	1/14.72
AVERAGE TOTALS	178.43	16	13.07
SECONDARY SCHOOLS			
Albuquerque	343.1	19	1/18.05
Chemawa	478.0	26	1/18.38
Chilocco	243.0	21	1/11.5
Flandreau	512.8	34	1/15.08
Ft. Sill	213.2	18	1/11.84
Intermountain	692.3	61	1/11.34
Mt. Edgecumbe	402.9	34	1/11.85
Phoenix	660.9	44	1/15.02
Riverside	232.2	18	1/12.90
Sequoyah	251.5	27	1/9.31
Sherman	637.4	40	1/15.93
Stewart	385.1	27	1/14.26
AVERAGE TOTALS	421.03	30.75	1/13.78
POST-SECONDARY SCHOOLS			
Haskell	994.0	64	1/15.53
IAIA	159.2	26	1/6.12
SIPI	350.6	33	1/10.62
AVERAGE TOTALS	501.26	41	1/10.75

National Center for Education Statistics, 1975

Elementary	1/22.3
Secondary	1/18.4
AVERAGE	1/20.4

TABLE 1

SCHEDULE OF OPERATING COSTS
OFF-RESERVATION BOARDING SCHOOLS

FISCAL YEARS 1972, 1973, 1974, 1975

	1972			1973			1974			1975		
	School Operations	Facilities Management	Title Programs	School Operations	Facilities Management	Title Programs	School Operations	Facilities Management	Title Programs	School Operations	Facilities Management	Title Programs
Elementary Schools												
Concho	$ 903,314	$ 105,050	$ 86,691	$ 912,783	$ 128,564	$ 72,443	$ 1,019,561	$ 123,713	$ 93,467	$ 1,053,867	$ 328,004	$ 147,957
Seneca	534,295	82,153	65,538	590,679	64,609	79,068	595,674	82,598	130,270	603,238	195,358	122,387
Wahpeton	1,098,120	117,870	112,150	1,133,359	116,572	91,411	1,135,577	106,367	113,270	1,032,807	306,108	103,829
Total	$ 2,535,729	$ 305,073	$ 264,379	$ 2,636,821	$ 309,745	$ 242,922	$ 2,750,812	$ 312,678	$ 337,007	$ 2,686,912	$ 829,470	$ 374,173
Secondary Schools												
Albuquerque	$ 1,397,171	$ 148,138	$ 251,545	$ 1,364,902	$ 145,146	$ 80,045	$ 1,459,797	$ 157,492	$ 94,286	$ 1,689,241	$ 378,317	$ 152,046
Chemawa	2,385,444	410,939	230,193	2,438,786	214,104	164,503	2,631,088	216,489	294,443	2,283,487	512,133	106,806
Chilocco	1,635,637	325,427	129,739	1,704,360	269,509	105,331	1,636,746	311,056	60,831	1,451,619	570,497	127,269
Flandreau	1,548,014	153,247	172,982	1,698,869	157,241	184,219	1,780,179	172,802	171,527	1,675,441	468,720	320,180
Fort Sill	922,506	104,180	75,248	983,706	162,944	52,857	1,013,487	134,982	93,813	978,169	186,609	127,697
Intermountain	4,661,274	514,693	496,688	4,497,075	450,816	496,700	3,575,169	361,617	268,852	3,646,211	1,310,813	168,535
Mt. Edgecumbe	3,007,824	794,848	163,263	2,952,209	772,901	162,919	3,413,424	862,012	171,299	3,001,533	2,082,308	273,321
Phoenix	2,296,156	191,979	285,650	2,370,513	193,006	234,398	2,289,484	184,840	211,725	2,308,720	617,526	198,666
Riverside	1,147,651	112,982	90,982	1,184,773	97,328	75,261	1,216,947	97,690	96,899	1,357,020	277,091	96,735
Sequoyah	1,182,687	126,040	76,434	1,199,877	117,045	94,104	1,220,912	131,368	82,968	1,209,301	314,607	140,503
Sherman Institute	2,069,771	186,619	134,851	2,090,335	181,844	120,618	2,398,208	166,622	114,520	2,201,552	443,024	119,338
Stewart	1,705,733	254,010	275,378	1,646,549	217,588	84,770	1,716,607	2,026	---	1,605,342	273,507	97,998
Total	$23,959,866	$3,323,102	$2,382,953	$24,131,954	$2,981,472	$1,855,745	$24,352,048	$2,798,966	$1,661,163	$23,407,636	$ 7,435,152	$1,929,094
Post-Secondary Schools												
Haskell Indian Junior College	$ 3,510,561	$ 319,313	$ ---	$ 3,719,772	$ 360,091	$ 157,226	$ 3,857,580	$ 315,776	$ 83,190	$ 4,027,552	$ 1,084,848	$ ---
Institute of American Indian Arts	1,507,652	255,209	41,949	1,596,487	247,384	56,506	1,706,189	250,231	42,380	1,572,343	31,917	31,043
Southwest Indian Polytechnic Institute	2,426,075	214,484	---	2,845,951	279,894	---	2,481,689	302,415	---	2,406,020	764,638	---
Total	$ 7,444,288	$ 789,006	$ 41,949	$ 8,162,160	$ 887,369	$ 213,732	$ 8,045,458	$ 868,422	$ 125,570	$ 8,005,915	$ 1,881,403	$ 31,403
TOTAL ALL SCHOOLS	$33,939,883	$4,417,181	$2,689,281	$34,930,935	$4,178,586	$2,312,399	$35,148,318	$3,980,095	$2,123,940	$34,100,463	$10,146,025	$2,334,310

TABLE 4

SCHEDULE OF PER PUPIL COST
FOR EACH OFF-RESERVATION BOARDING SCHOOL

FISCAL YEAR ENDED JUNE 30, 1975

	Avg. Daily Membership	School Operations	School Operations & Facilities Mgmt.	Total Costs*
Elementary Schools				
Concho	227.6	$4,595	$ 6,036	$ 6,686
Seneca	142.7	4,227	5,596	6,454
Wahpeton	265.0	3,897	5,052	5,444
Secondary Schools				
Albuquerque	343.1	4,923	6,026	6,469
Cemawa	478.0	4,777	5,848	6,072
Chilocco	243.0	5,986	8,321	8,845
Flandreau	512.8	3,267	4,181	4,806
Fort Sill	213.2	4,588	5,463	6,062
Intermountain	692.3	5,267	7,160	7,404
Mt. Edgecumbe	402.9	7,450	12,618	13,296
Phoenix	660.9	3,493	4,428	4,728
Riverside	232.2	5,844	7,037	7,454
Sequoyah	251.5	4,808	6,059	6,618
Sherman Institute	637.4	3,454	4,149	4,336
Stewart	385.1	4,169	4,879	5,133
Post-Secondary Schools				
Haskell Indian Junior College	994.1	4,052	5,143	5,143
Institute of American Indian Arts	159.2	9,876	10,077	10,272
Southwest Indian Polytechnic Institute	350.6	6,863	9,044	9,044

*Includes Non-Appropriated Special Funds - Title Programs.

TABLE 5

SCHEDULE OF OPERATING COSTS
OFF-RESERVATION ELEMENTARY BOARDING SCHOOLS

FISCAL YEAR ENDED JUNE 30, 1975

Appropriated Funds-- School Operations	Personnel Services	Travel	Other Expenses	Total
Instructional	$ 795,088	$ 1,641	$ 108,143	$ 904,872
Pupil Services	120,546	1,352	1,732	123,630
Home Living	635,503	9,802	147,383	792,688
Student Activities	51,813		12,851	64,664
Food Services	200,931	1,203	287,642	489,776
Pupil Transportation		48,617	1,315	49,932
General Operations	221,347	12,914	19,470	253,731
Parental Involvement &	1,675		1,850	3,525
Indian Policy Groups	200	1,439	2,455	4,094
	$2,022,103	$75,822	$ 582,841	$2,686,912
Facilities Management	$ 444,635	$ 3,605	$ 381,230	$ 829,470
Non-Appropriated Funds-- Title Programs				
Title I	$ 200,021	$ 1,824	$ 148,051	$ 349,896
Title II			7,916	7,916
Title IV	5,549	307	10,505	16,360
	$ 205,570	$ 2,131	$ 166,472	$ 374,172
TOTAL COSTS	$2,672,308	$81,558	$1,130,543	$3,885,554

Average Daily Membership of All Elementary Schools	635.3
1. Annual Cost Per Pupil (School Operation)	$4,219
2. Annual Cost Per Pupil (School Operation and Facilities Management)	5,525
3. Annual Cost Per Pupil (Total All Funds)	6,114

Off-Reservation Elementary Schools include:

Concho
Seneca
Wahpeton

TABLE 6

SCHEDULE OF OPERATING COSTS
OFF-RESERVATION SECONDARY BOARDING SCHOOLS

FISCAL YEAR ENDED JUNE 30, 1975

Appropriated Funds-- School Operations	Personnel Services	Travel	Other Expenses	Total
Instructional	$ 7,839,581	$150,411	$1,368,759	$ 9,358,751
Pupil Services	1,688,429	16,553	86,040	1,791,022
Home Living	4,562,671	23,979	945,265	5,531,915
Student Activities	598,894	10,059	146,216	755,169
Food Services	1,349,636	3,680	2,149,441	3,502,757
Pupil Transportation	226,241	496,773	40,603	763,617
General Operation	1,218,140	140,332	316,791	1,675,263
Parental Involvement & Indian Policy Groups		14,555	14,587	29,142
	$17,483,592	$856,342	$5,067,702	$23,407,636
Facilities Management	$ 4,012,187	$ 68,438	$3,354,527	$ 7,435,152
Non-Appropriated Funds-- Title Programs				
Title I	$ 1,087,813	$ 35,845	$ 628,494	$ 1,752,152
Title II			140,074	140,074
Title IV			36,868	36,868
	$ 1,087,813	$ 35,845	$ 805,436	$ 1,929,094
TOTAL COSTS	$22,583,592	$960,625	$9,227,665	$32,771,832

Average Daily Membership of All Secondary Schools	5,052.4
1. Annual Cost Per Pupil (School Operations)	$4,633
2. Annual Cost Per Pupil (School Operations and Facilities Management)	6,105
3. Annual Cost Per Pupil (Total All Funds)	6,486

Off-Reservation Secondary Schools include:

Albuquerque	Mt. Edgecumbe
Chemawa	Phoenix
Chilocco	Riverside
Flandreau	Sequoyah
Fort Sill	Sherman Institute
Intermountain	Stewart

TABLE 7

SCHEDULE OF OPERATING COSTS
OFF-RESERVATION POST-SECONDARY BOARDING SCHOOLS
(JUNIOR COLLEGE AND VOCATIONAL TRAINING)

FISCAL YEAR ENDED JUNE 30, 1975

Appropriated Funds-- School Operations	Personnel Services	Travel	Other Expenses	Total
Instructional	$3,128,801	$ 48,870	$ 825,291	$4,002,962
Special Education				
Instructional Media Center				
Pupil Services	469,006	8,538	93,701	571,245
Home Living	896,340	1,931	264,286	1,162,557
Student Activities	246,807	3,814	147,833	398,454
Food Services	229,921		582,531	812,452
Pupil Transportation	37,969	9,288	43,266	90,523
General Operation	607,332	41,081	288,504	936,917
Parental Involvement & Indian Policy Groups		26,825	3,980	30,805
	$5,616,176	$140,347	$2,246,626	$8,005,915
Facilities Management	$ 600,292	$ 6,534	$1,274,577	$1,881,403
Non-Appropriated Funds-- Title Program				
Title I	$ 42,989	$ 283	$ 5,771	$ 49,043
TOTAL COSTS	$6,259,457	$147,164	$3,426,974	$9,936,361

Average Daily Membership of All Post-Secondary Schools	1,503.8
1. Annual Cost Per Pupil (School Operations)	$5,322
2. Annual Cost Per Pupil (School Operations and Facilities Management)	6,573
3. Annual Cost Per Pupil (Total All Funds)	6,606

Off-Reservation Post-Secondary Schools include:

Institute of American Indian Arts
Haskell Indian Junior College
Southwest Indian Polytechnic Institute

TABLE 8

SCHEDULE OF COMPARATIVE PER CAPITA COST OF
TRAINING INSTITUTIONS FOR STUDENTS
WITH LEARNING NEEDS SIMILAR TO INDIAN STUDENTS

Albertina Kerr Homes (Oregon)	$10,165	11
Youth Care Centers (Oregon)	$8,000-11,000	6
Children's Farm Home (Oregon)	10,566	8
Parry Center (Oregon)	15,633	2
Hillcrest (Oregon Youth Training School)	18,886	1
McLaren (Oregon Youth Training School)	13,096	5
State School for Deaf (Oregon)	8,000	14
State School for Blind (Oregon)	15,500	3
Whitaker (Oklahoma Youth Training)	9,109	12
Taft (Oklahoma Youth Training)	13,725	4
Helena (Oklahoma Youth Training)	7,718	15
Tecumseh (Oklahoma Youth Training)	10,628	7
Boley (Oklahoma Youth Training)	9,107	13
State School For Blind (Oklahoma)	10,393	10
State School For Deaf (Oklahoma)	10,526	9

National Association of Independent Schools Data:

National Average - Boys Only	5,917
Midwest Average - Boys Only	6,787
West Average - Boys Only	4,783
National Average - Co-Educational Schools	6,649
National Average - Girls Only	5,081

DORMITORY FACILITIES DATA

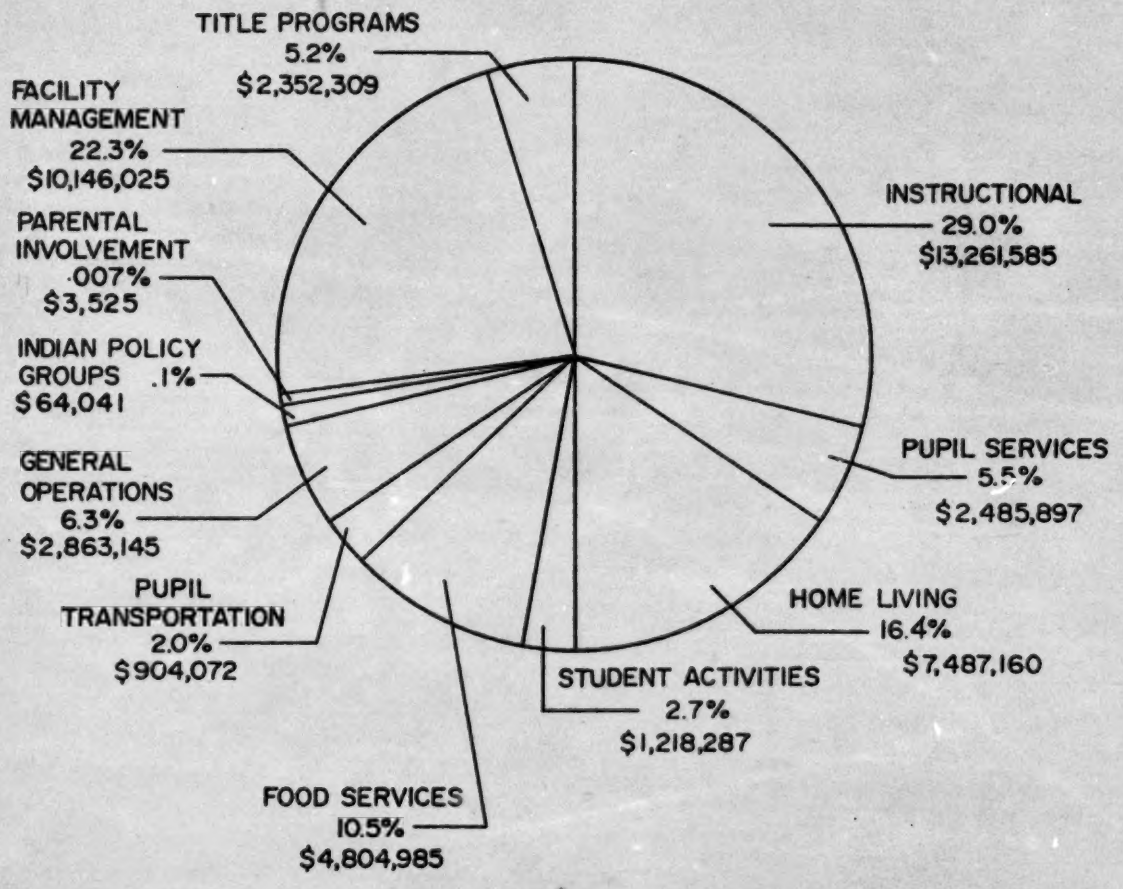
Secondary Schools	A.D.M.	Avg. Dorm Room Size	Number of Rooms	Avg. Student Per Room	Avg. Space Per Student	
Mt. Edgecumbe	402.9	*256	138	2.91	88	
Flandreau	512.8	*144	144	3.56	40	
Chilocco	243.0	*225	161	1.50	150	
Riverside	232.2	*182	62	3.74	49	
Fort Sill	213.2	*197	101	2.11	93	
Sequoyah	251.5	*205	110	2.28	90	
Albuquerque	343.1	*242	106	3.23	75	
Intermountain	692.3	226	***---	**---	**---	
Phoenix	660.9	*211	255	2.59	81	
Sherman	637.4	260	**---	**---	**---	
Stewart	385.1	243	**---	**---	**---	
Chemawa	478.0	****---	**---	**---	**---	
		*(1,662) 207.75sq.ft.		2.74	76	(Overall Avg. Secondary Schools)
Elementary Schools						
Wahpeton	265.0	196	**---	**---	**---	
Concho	227.6	*197	62	3.67	54	
Seneca (Bay-Dormitories)	142.7	*230	61	2.33	99	
		*(427) 207.6sq.ft.		3.00	69	(Overall Avg Elementary Schools)
Post-Secondary Schools						
Haskell	994.0	**---	**---	**---	**---	
I.A.I.A.	159.2	216	126	1.26		
S.I.P.I.	350.6	316	136	2.57		
		266sq.ft.		1.91		

** Inadequate Data
***Inadequate Data Ten Dormitories Closed
****Interim Phase - Construction

Recommended BIA Interim Secondary Standards--1 student per 110 sq. ft. of Dorm Room Space.

CHART I

PERCENT DISTRIBUTION OF TOTAL OFF-RESERVATION BOARDING SCHOOL EXPENDITURES FISCAL YEAR 1975



MAJOR COST CATEGORIES AND TOTAL COST
OFF-RESERVATION BOARDING SCHOOLS
FISCAL YEARS 1972 THROUGH 1975

Annual cost of operating off-Reservation Boarding Schools compared with Consumer Price Index for each year.

CHART 2

TOTAL COSTS

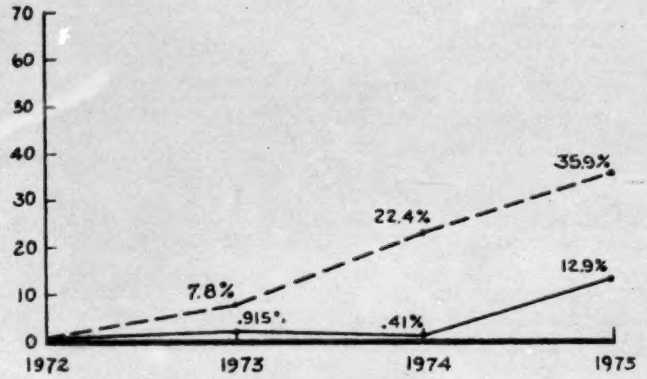


CHART 3

EDUCATION COSTS

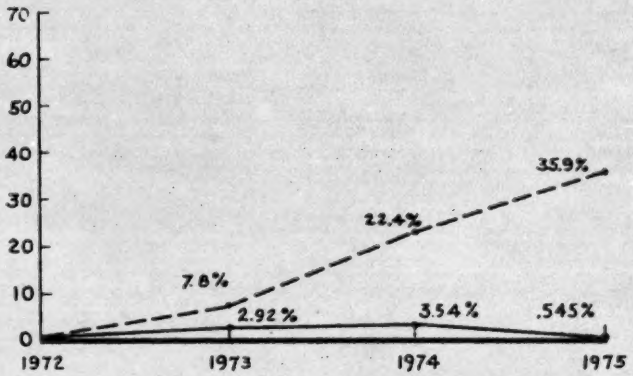


CHART 4

FACILITIES MANAGEMENT

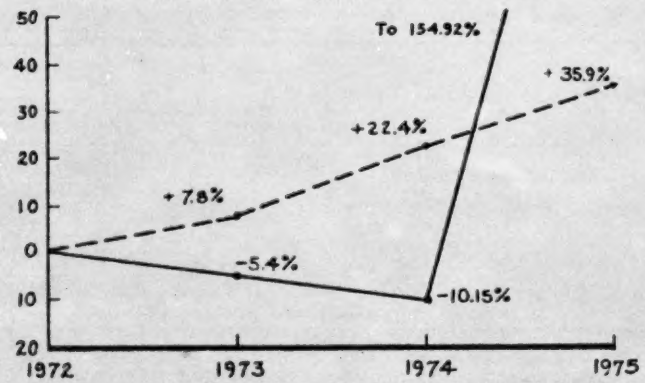
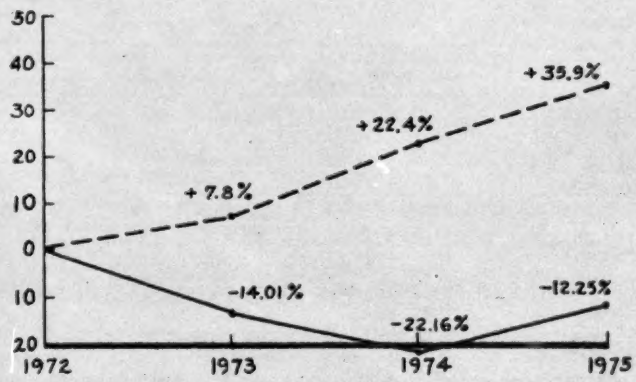


CHART 5

TITLE PROGRAMS

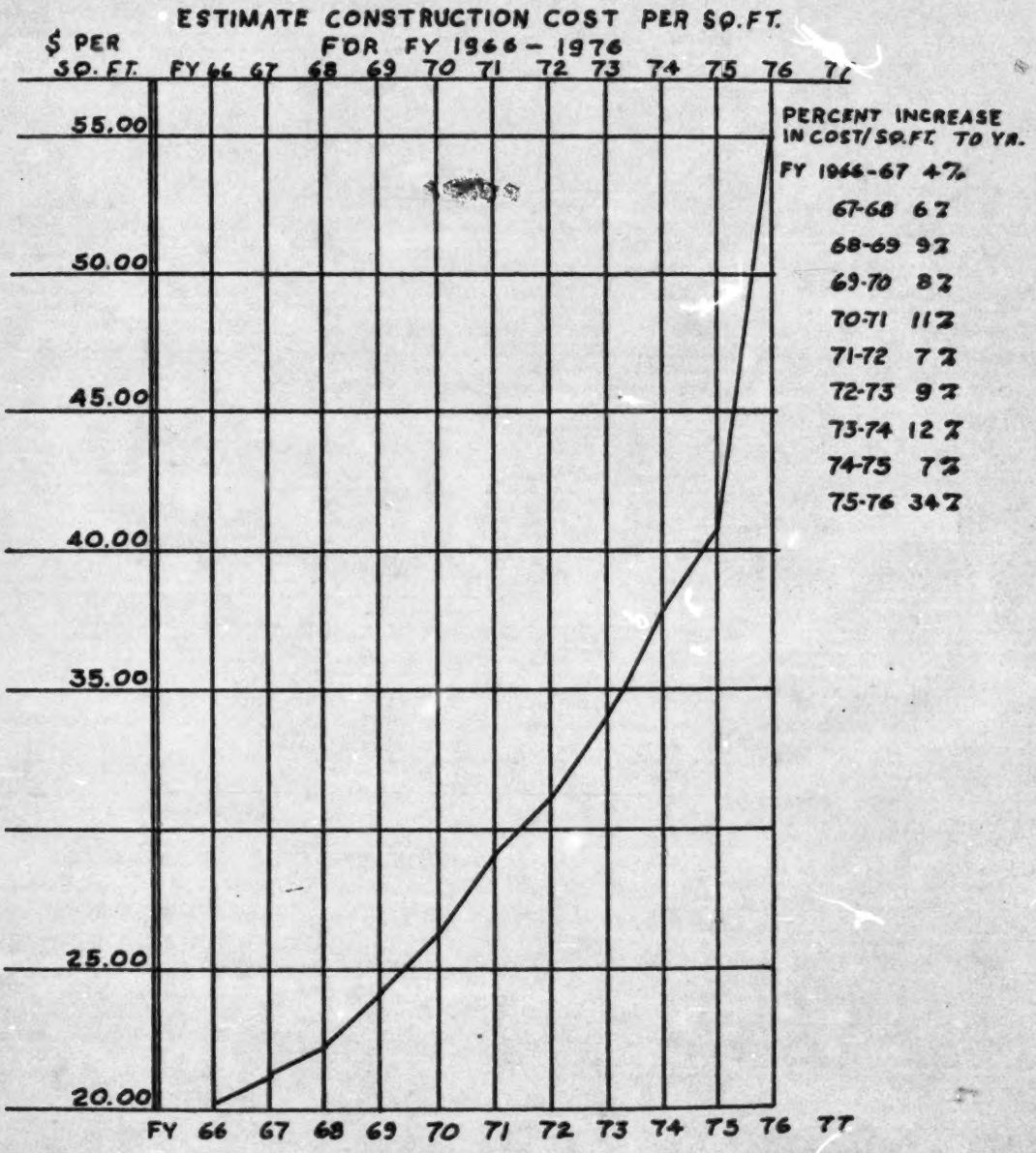


LEGEND:

– – – – Broken Line = Consumer Price Index.

——— Solid Line = Actual Bureau of Indian Affairs Expenditures.

CHART 6



NOTE: PERCENT OF INCREASE IN 10 YRS. 175%

SOURCE: PD&C
2-13-76